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A GUIDE TO PUPIL PERSONNEL SERVICES FOR SCHOOLS IN THE STATE OF ILLINOIS.

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PUPIL PERSONNEL SERVICES ARE ESSENTIAL FOR A BROADLY BASED, COMPREHENSIVE PROGRAM OF INSTRUCTION FOR ALL CHILDREN. THE BASIC CONSIDERATIONS RELATED TO THE COORDINATION AND EFFECTIVENESS OF PUPIL PERSONNEL SERVICES, AS DEFINED IN THE POLICY STATEMENT OF THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS, ARE OUTLINED. BOTH THE SUPERINTENDENT AND THE PRINCIPAL PLAY A VITAL ROLE IN THE DEVELOPMENT OF PUPIL PERSONNEL SERVICES. ADMINISTRATORS MUST EVALUATE THE FACILITIES OF THE COMMUNITY AND THE NEEDS OF THE STUDENTS, AND THEN DEVELOP GUIDELINES OF ORGANIZATION FOR PUPIL PERSONNEL SERVICES. PUPIL PERSONNEL SERVICES MUST BE CAREFULLY INTERPRETED, INTEGRATED INTO, AND ACCEPTED IN THE INTERDISCIPLINARY PATTERN OF THE SCHOOL. SOME DEVICES WHICH HELP ESTABLISH AND STRENGTHEN INTERPROFESSIONAL RELATIONSHIPS ARE MEETINGS (CASE CONFERENCES, ORIENTATION MEETINGS), WRITTEN MATERIALS (MANUALS OF RULES, WRITTEN JOB ANALYSES), AND RESEARCH. CLOSE COORDINATION OF PUPIL PERSONNEL SERVICES WITH COMMUNITY AGENCIES AND PROFESSIONAL INDIVIDUALS IS IMPERATIVE. THE FUNCTIONS AND OBJECTIVES OF ATTENDANCE, GUIDANCE, SCHOOL HEALTH, SCHOOL PSYCHOLOGICAL, AND SCHOOL SOCIAL WORK SERVICES ARE DESCRIBED. THE MAIN AIMS OF THE RECENTLY CREATED INTERPROFESSIONAL RESEARCH COMMISSION ON PUPIL PERSONNEL SERVICES ARE DISCUSSED. (FS)

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ELEMENTARY SCHOOL GUIDANCE IN ILLINOIS

Reports from the Zion Conference and
The Elementary School Demonstration Centers

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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Superintendent of Public Instruction

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OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION

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SUPERINTENDENT

1965

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FOREWORD

The need for comprehensive services to meet the complex needs of Illinois children has been apparent for some time. The Office of the Superintendent of Public Instruction and many local school districts have sponsored the services of the school counselor, the school nurse, the school social worker, and the school psychologist for a number of years.

In order to focus on the activities of these specialists we have advocated the establishment of a Pupil Personnel Services Department in our schools. Such a Department would coordinate the services of the various specialists and provide greater clarity in reporting to administrators and teachers.

We encourage each administrator, teacher, and pupil personnel specialist to review the basic suggestions in this publication, determine which features are best adapted to his local situation, and implement them in the most feasible manner.

The Office of the Superintendent of Public Instruction is pleased to provide whatever service possible to assist schools in their constant quest for a better education for all children.

Ray Page

Ray Page
Superintendent of Public Instruction

Preface

Most educators would agree that the student's ability to learn depends upon his adjustment to society and to his school, his readiness for learning and his general mental and physical well-being. If he is to direct himself realistically, he must increasingly understand himself in relation to the opportunities, obligations and requirements of a democratic society. To provide the student with the best opportunities for learning, the school must give him more than teachers and textbooks. It must help him to resolve social and emotional problems, make good vocational and educational choices, and assist in his being free of health problems that would obstruct learning. Schools can achieve these goals by providing adequate pupil personnel services.

All children in schools need services which can be offered by the various professional people who are members of the Pupil Personnel Department. It has been recognized for some time that the special populations of public school students such as physically, mentally, and emotionally handicapped children, as well as those special categories of children as the gifted, and those in need of compensatory education, may have a more intensive and continuous need of the skills of these persons. However, these services are essential for a broadly based, comprehensive program of instruction for all children.

PUPIL PERSONNEL SERVICES

"Education today is a dynamic social process. Its responsibility to our society is to protect, strengthen, and extend democracy and to preserve, rebuild, and fortify human resources. Our schools must provide a program to meet the educational needs of all children. Wherever necessary, they should provide supplementary help for children so that they may use their school experiences to the best of their abilities. In our Nation, the primary purpose of the school is to guide each child according to his ability in the pursuit of knowledge and truth; to guide him in the development of useful skills and in the ability to think clearly and independently; to prepare him in the ways of democracy; to help him develop self-respect, self-discipline, and moral strength, along with mutual respect for others; to help him prepare to earn a living and to live with reasonable dignity and happiness. In short, education's responsibility to society is to guide and encourage each child and adult to work for the full development of his intellectual, physical, spiritual, and social endowments. No education is adequate which neglects any of these needs. The ultimate strength of our country depends on the moral strength, economic competence, and social responsibility of the individual citizen."[1]

The supplementary help, which is mentioned in the above statement, refers to a number of disciplines which have become known as Pupil Personnel Services. Commonly included in pupil personnel services are attendance, guidance, school health, school social work, and school psychological services. The following policy statement regarding these services and outlining the basic considerations relating to the coordination and effectiveness of pupil personnel services has been issued by the Council of Chief State School Officers.

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1 "Policy and Procedure in School Social Work", Ferrest E. Conner. Paper given at the Lake Forest Workshop sponsored by the School Social Work Section, NASW, July, 1958.

"(1) Assignment and definition of administrative responsibility for pupil personnel services and the establishment of lines of communication and responsibility between this grouping of services and other areas of department or local school organization.

"(2) Definition of the specific functions of each service, including their relationships within pupil personnel services to other phases of the educational program and to referral resources and related agencies.

"(3) Development, within the staff of the total educational organization, of an understanding of the functions and contributions of pupil personnel services in relation to individual pupils and in support of the total instructional program.

"(4) Identification of the common characteristics in the professional preparation of various staff members in pupil personnel services--principles and techniques, study of human growth and development, the use of referral resources, and an orientation to the educational setting upon which the more advanced and specific preparations are built.

"(5) Development of a team approach to the several pupil personnel services involving activities such as the cooperative use of pupil records, case conferences, and in-service education of staff members.

"All pupil personnel services should function to facilitate the progress and development of individual pupils. All staff members in pupil personnel services should function in cooperation with other school staff members in translating the work with individual pupils into action for broad educational planning."[2]

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2 "Pupil-Personnel Services", Council of Chief State School Officers, 1960, Washington, D. C., pp. 9-10.

The objectives and functions of each of the pupil personnel services which are outlined in this bulletin are based on material from this publication of the CCSSO. Prior to examining these functions and objectives, however, certain basic principles of administration and organization of the services should be considered.

Of utmost importance in the development of pupil personnel services is the superintendent. Ray Graham has written: "The school administrator is the key person in establishing a program. His leadership is essential in interpreting school needs and community sensitivity. He must assume responsibility for interpreting the program to his board of education, to the school staff, and to the community. He must have educational vision that is both farsighted and nearsighted. His telescopic vision will be trained on the goals and objectives of the program. His microscopic vision must be sensitive to individual children, to teacher problems, and to details of organization."[3]

The superintendent must assume the responsibility of initiating, developing, and coordinating pupil personnel services, or he must delegate this responsibility. In some districts, the responsibility has been delegated to an assistant superintendent or another administrator as part of his overall function. In other districts, a Director of Pupil Personnel Services has been appointed. A study made by the U. S. Office of Education of pupil personnel services in eight urban school districts states: "There appeared to be a relationship between delegation of responsibility and awareness of the need for changing the structure. In those school systems

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3 Ray Graham, "The School Administrator Views School Social Work", Social Work, NASW (October, 1958), p. 97.

where the activities of the pupil personnel workers were coordinated and supervised by a full-time director of the program, superintendents were relatively satisfied with the current organizational structure."[4]

There are three basic questions which school administrators should raise when planning for pupil personnel services:

1. In view of the current educational, emotional, physical, social, and vocational needs of our pupil population, and the kind of community resources available to us in meeting these needs, what kind and how many pupil personnel workers should we employ?

2. What guidelines should be developed in order that staff specialists may be provided with some direction regarding the kinds of services they are expected to perform?

3. On the basis of the particular needs and resources of our district, what type of administrative organization will serve us best?

Representatives of pupil personnel services working in the schools cannot maintain an "Ivory Tower" approach and be an effective part of the school. Pupil personnel services must be carefully interpreted, integrated, and accepted in the interdisciplinary pattern of the school. The teachers and the principal must be a part of the team of pupil personnel services. All services must be clarified according to their relationships, not only with the teacher and principal, but also with each other. Each special resource must be defined as to its own function and the function of other services through interprofessional, cooperative working relationships. Knowledge, understanding, and appreciation of the other's role are needed, and there

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4 Gene C. Fusco, "Organization and Administration of Pupil Personnel Service Programs in Selected School Systems", U. S. Department of Health, Education and Welfare, Washington, D. C. (1961), pp. 66-67.

should be communication within the group as a professional team. If there were no professional teams, each teacher, principal, psychologist, psychiatrist, school social worker, clinician, counselor, and other specialists, in either the school or community setting, would need to know all there is to know about children--which, of course, is impossible. The advantage of a team is that it makes it possible for each person to limit his contribution to those areas in which he is particularly trained. Each person has training different from that of his team workers. Therefore, it is necessary that all members working with children have a common core of fundamental knowledge and understanding about them. They should have a common outlook and philosophy regarding the purpose of the team, its goals and objectives. The framework within which the team operates should be flexible and broad enough to encompass the various disciplines and permit function of the professional specialist in an integrated manner. As the word indicates, "Teamwork" means hard, cooperative work on the part of all who are concerned with children.

Some devices which help to establish and strengthen interprofessional relationships are as follows:

1. Meetings
   a. Case conferences on individual children
   b. Group meetings to clarify policy, relationships, and responsibilities
   c. Staff meetings and workshops of one school or the entire school system to clarify policies and procedures, and roles and functions, and to sharpen professional knowledge and attitudes
   d. Orientation meetings
   e. Visits and observations of teachers to special services and vice versa
   f. Meetings with the board of education

g. PTA meetings and parent education groups

2. Written Materials

a. Professional library brochures

b. Leaflets designed for interpretation to teachers and lay groups

c. Manuals of rules and regulations

d. Forms designed to facilitate communication

e. Statistical and narrative reports

f. Written job analysis

3. Special Studies and Research

4. Use of Special Personnel on Faculty Committees

In spite of the addition of pupil personnel services to school districts, it should be remembered that close coordination of these services with community agencies and professional individuals is imperative. Too often relationships between the school and the community are developed on a "Hit-Or-Miss" basis. There should be formal understandings worked out between the school and each major agency. Overall referral procedures, lines of communication, and other matters should be fully developed and understood. Written agreements are more effective than verbal ones. Such reciprocal agreements must be understood by all personnel concerned and not just by supervisors and administrators. They must be reviewed periodically in the light of changing personnel and policies in both the school and the agencies.

The role of the principal in pupil personnel services should be noted. Just as the climate of the school district is set by the understanding and conviction of the superintendent, so is the climate of a particular school set by the philosophy and thinking of the principal. His acceptance of the educational philosophy of the system

and interpretation of policies and procedures to his faculty will permeate his particular school and affect everyone. The principal's forthright, frank endorsement and support is as important for his school as is the superintendent's endorsement and support for the entire system. The principal's acceptance of the responsibility of education to fully develop all children's intellectual, physical, spiritual and social talents to their capacity will be felt by teachers and will influence parents and others in the community. He will feel responsibility not only for the functioning of his particular school but also for the effectiveness of the total school program.

Brief descriptions of some pupil personnel services are as follows:

"Attendance Services"

The primary objective of these services is to insure regular attendance of all school-age children who should be in school. A second concern is to see that all school-age children who are unable to participate in the regular school program because of mental, physical, or emotional handicaps are properly exempted and are permitted to engage in educational programs appropriate to their needs.

Attendance personnel at local levels should be qualified to perform professional services which may include the following:

(1) Leadership in a program to promote positive pupil and parent attitudes toward regular school attendance

(2) Assistance to teachers in the early identification of patterns of nonattendance indicative of inadequate pupil adjustment

(3) Immediate action regarding problems of nonattendance, involving a case-work approach to the pupil's problems, parent contacts, cooperation with teachers, other pupil personnel workers, and appropriate community agencies

(4) Supervision of the school's program of child accounting which includes school census, issuance of employment certificates, and registers of attendance

(5) Constructive use of authority pertaining to the enforcement of the school attendance laws of the state.

Some districts may hire attendance officers. Others may delegate attendance responsibilities to assistant principals, principals, assistant superintendents, non-professional staff members and others.

"Guidance Services"

Guidance and counseling programs function to: (1) assist all pupils in assessing and understanding their abilities, aptitudes, interests, and educational needs; (2) increase their understanding of educational and career opportunities and requirements; (3) help them make the best possible use of these opportunities through the formulation and achievement of realistic goals; (4) help them attain satisfactory personal-social adjustments; and (5) provide information useful to school staff members, parents, and community in planning and evaluating the school's total program.

Coordination with other pupil personnel services and appropriate community organizations is of prime importance. School counselors function in such essential activities of the guidance program as:

(1) Collecting, organizing, and interpreting information appropriate to an understanding of the pupil's abilities, aptitudes, interests, and other personal characteristics related to education-career planning and progress and satisfactory personal-social adjustments

(2) Making available to pupils, parents, and teachers information useful to them in understanding educational and career opportunities and requirements,

and personal and social relationships related to the choice of and progress in an educational program or an occupational field

(3) Providing individual counseling to: (a) help the pupil and parent develop a better understanding of the pupil's personal characteristics and potentialities, (b) help the pupil, with parent assistance, make educational and career plans in the light of understanding of self in relation to opportunities and requirements, (c) stimulate and assist the pupil in carrying out appropriate plans for education and career, and (d) prepare selected pupils and their parents for referral to other appropriate sources of assistance

(4) Providing group guidance activities to: (a) orient pupils to educational opportunities and procedures at various grade levels, (b) inform them about occupational and military service opportunities and requirements, (c) assist them in making normal personal adjustments and social contacts, and (d) help them make transitions from one school level to another, or to out-of-school activities

(5) Providing placement services for individual pupils to assist them in: (a) making appropriate transitions from one school level to another, one school to another, or school to employment; and (b) obtaining financial aids to continue their educational development, such as scholarships and loans, and obtaining part-time or summer employment

(6) Providing administrators and teachers with information about individual pupils or pupil groups that is useful in planning and providing school programs to facilitate the full development of pupil potential

(7) Collecting, analyzing, and interpreting information needed to evaluate the guidance and counseling program; providing guidance information which may

be used in evaluating the school's program in terms of its ability to develop human potential; and, consulting with other school personnel concerning curriculum development

"School Health Services"

The purposes of the school health services program are to bring each child, through health services and counseling, into optimum condition to profit from the educational program, to the end that no child will be deprived of an effective education because of his physical condition; to develop in each child a sense of responsibility for his own health, as well as the health of others; and, to gain an understanding of the principles upon which good health is based.

Specific functions of the school health services program include the following:

(1) Periodic health examinations and adequate follow-up for every child

(2) Continuing day-to-day health service as the responsibility of the school nurse, the dental hygienist, and (in larger school systems) the specialists in vision, hearing, and health. In smaller systems this responsibility should be shared by the school physicians and school nurse

(3) The maintenance of health records and provisions for the proper use of appropriate health information by other school personnel

"School Psychological Services"

School psychological services function as an integral part of the total school program, in cooperation with all school personnel in order to achieve the mutual goal which provides each child with an opportunity for maximum learning, adjustment and development in relation to his potentialities.

The school psychologist applies his specialized knowledge of human behavior and personality, child growth and development, learning processes, interpersonal

relationships, and assessment techniques in individual child study, interpretation of his findings, and cooperation with other school personnel in planning the best possible program for fulfilling the needs of each child.

I. The major portion of the time of most school psychologists is spent in the individual study of children having various types of problems: mental and educational retardation, improper school placement, psychological difficulties because of physical or multiple handicaps, behavior problems, special types of learning problems, social and emotional problems, etc. Such children may be in need of special classes, services or facilities.

A. Individual child study includes: use of standardized tests and evaluative techniques; consultations with school personnel, professional personnel outside the school, and with parents as to children's adjustment and educational programs; staff conferences; observation of the child in the classroom or at play; analysis of data; the writing of reports; and, follow-up and reevaluation.

B. Aspects studied are the child's mental ability, achievement, interests, personality, special abilities and disabilities, potentialities, and psychological and educational needs.

II. Other functions performed by school psychologists are as follows:

A. Screening school enrollments to identify children who should be referred for individual study.

B. Counseling and psychological remedial measures which may be needed by children studied

C. Conducting research which contributes to understanding of children and improvement of the school program

D. Assisting in in-service education of teachers

E. Educating parents

F. Consulting with school personnel regarding curriculum development and the total school program

G. Assigning projects to committees

H. Supervising psychological programs and other psychologists

I. Furnishing leadership in promoting sound mental health practices as a means of preventing psychological maladjustment

"School Social Work Services"

The purpose of social work in the schools is to help pupils with problems of a social-emotional nature which interfere with their normal progress in school. One of the school social worker's most unique contributions is his skill in the use of the social work method. Another contribution is his extensive knowledge and use of the various social institutions and agencies. He contributes to the study and adjustment of problems of pupils through understanding of human growth and behavior, skill in relationship and interviewing, facility in the use of school and community resources, and ability to share his professional competencies with others.

Functions of the school social work services include the following:

(1) Working with the individual pupil toward the alleviation or correction of personal, social, or emotional maladjustments

which are interfering with his learning, attendance, [5] or effective participation in the school

(2) Working with parents as an integral part of the task of helping the pupil to increase parents' understanding and their constructive participation in helping their child, and to assist them in referral to, and use of, appropriate resources for help with their own problems

(3) Collaborating with teachers, principals, and other school personnel to share information and understanding about a particular child and to establish and plan for respective roles in the modification of the pupil's behavior

(4) Cooperating with agencies and professional individuals in the community - to refer and accept referrals when appropriate and timely and to work cooperatively regarding mutually known families

(5) Consulting with teachers and others to help them understand the meaning of the behavior of certain children who are not to be referred for case work service but whose behavior is of concern to the teacher or other consultee who can then use the consultation to discharge more effectively his function in helping the child

(6) Participating in school activities such as curriculum and policy planning; further constructive intra-staff relationships; and taking part in matters pertaining to the relationship of the school to the broader community

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5 The school social worker appropriately works with serious attendance problems. A point must be made that the school social worker is not an "attendance checker". When it has been established that a child and his family have a problem with attendance at school, they are referred to the school social worker.

(7) Participating in community activities with other school and community personnel to determine the need for and development of additional community resources.

"Some Organizational Designs"

Under the leadership of the U. S. Office of Education and the National Institute of Mental Health, the Interprofessional Research Commission on Pupil Personnel Services has been created. The Commission includes representatives from professional organizations of various pupil personnel services. The following statement is taken from the proposal for financial support of the Commission:

> "Within any one school, a child's symptoms of poor mental health may become the concern of the teacher, principal, school psychologist, school social worker, attendance coordinator, counselor, speech clinician, or school nurse, each working with little knowledge of what the others are doing. The aim of pupil personnel services in helping such a child is to provide a complete evaluation of the problem and the factors contributing to it, followed by a unified program in which school personnel and parents cooperate. Fragmented aid by many persons may result in no aid, or may even be detrimental to the child. The causes of trouble rather than its symptoms demand professional attention from both instructional personnel and specialists competent to assess the situation and make recommendations for the benefit of the child.
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> "The growth of pupil personnel services has been rapid but uncoordinated. Inasmuch as the services have been offered by school systems, community mental health clinics, public health departments, and other organizations, they have suffered from a lack of interprofessional communication which has resulted in some instances in unnecessary inefficiency and duplication. While excellent programs exist in some quarters, specialists have not generally understood fully the roles of other professional personnel, and children have not, as a rule, been the recipients of unified programs through cooperative planning. Since the child is a complex being, the services required for his effective development are multiple; they should be coordinated in such a manner as to make their maximum contribution.
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> "One of the aims of the Interprofessional Research Commission on Pupil Personnel Services is the 'Analysis and evaluation of organizational and administrative patterns of pupil personnel services; establishment of pilot demonstration centers to test and evaluate practices in pupil personnel organization and relationships'."[6]

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6 Report of the Interprofessional Research Commission on Pupil Personnel Services

Basic philosophies on which organizational designs are predicated are:

1. Pupil personnel services should be utilized by the entire school population rather than by segments of that population such as special education classes.
2. Services should be coordinated and careful provision made for the exchange of information and cooperative planning among the different auxiliary staff and teachers, administrators, and supervisors of the regular instructional program.
3. Administrative responsibility is different than supervisory responsibilities.
4. Careful consideration should be given to the extent of administrative responsibilities of any one officer.
5. Supervisory personnel should have the same educational background and experience as those for whom they are responsible.
6. Provision should be made for exchange of information and cooperative planning among multi-discipline personnel.